AGENDA
Lynnwood Planning Commission
Thurs., May 13, 2004 — 7:00 pm — City Council Chambers, 19100 – 44th Ave. W., Lynnwood

A. Call to Order  Chair JOHNSON  
Commissioner BIGLER  
Commissioner DECKER  
Commissioner PEYCHEFF  
Commissioner POWERS  
Commissioner WALTHER  
Commissioner ELLIOTT

B. APPROVAL OF MINUTES:  
• Minutes of April 22, 2004 Planning Commission meeting

C. CITIZEN COMMENTS – on matters not on tonight’s agenda:

D. COMMISSION MEMBER DISCLOSURES:

E. PUBLIC HEARING:
   1. Development Regulations Update (Continued)  
      A public hearing was held on April 22 to accept comments on proposed changes to the 
      residential chapters of the City’s Zoning Code. The hearing was continued to allow more 
      time for comments.
   2. Transportation Improvements Plan (TIP)  
      The public is invited to comment on proposed changes to the City’s six-year program for City 
      street and arterial improvements, scheduling and costs.

F. NEW BUSINESS: None

G. WORK SESSIONS:
   1. Comprehensive Plan Amendments  
      Briefing and discussion of two formal applications to amend the Comprehensive Plan:  
      • Raskin – Map Amendment (requesting MF-3 designation)  
      • Kingsbury West Mobile Home Park – Map Amendment (requesting SF-3 designation)
   2. City Center Plan – Draft SEIS  
      Continuation of the Commission’s April 22 review of the City Center’s Supplemental 
      Environmental Impact Statement. Discuss and identify possible comments.

H. DIRECTOR’S REPORT & INFORMATION:
   1. Recent City Council Actions
   2. Upcoming Commission Meetings

I. ADJOURNMENT

The public is invited to attend and participate. To request special accommodations for persons 
with disabilities, contact the City at 425-670-6613 with 24 hours advance notice.
Staff Report

Agenda Item:  E-1

Development Regulations Update– Phase 2, Residential Chapters

Lynnwood Dept. of Community Development — Staff Contact: Dennis Lewis, Senior Planner

BACKGROUND:
A public hearing on proposed amendments to Chapter 21.42 and Chapter 21.43 was held on April 22. Brian Parry representing the Master Builders Association gave testimony. He indicated that his Association was interested in seeing some provisions written into the regulations that specifically allow the use of alleys and allow minimal setback of buildings from such alleys. He also indicated that his Association would like to see specific language included that states shared driveways are permitted. Staff asked him for some examples of such regulations from other jurisdictions. The Commission continued the public hearing to allow time for submittal of the material. So far, Brian has been unable to get the examples to staff, but may have them by meeting time or even before. If such examples are available before the agenda is finalized they will be included.

If the Planning Commission has received the possible amendatory material in advance of the public hearing, there may have been sufficient time available for consideration to allow action on this matter on May 13th. However, there is not so much urgency to this matter as to require action. The Commission may choose to carry the matter over and take action at the May 27th meeting.

RECOMMENDATIONS:

- Open the continued Public Hearing, ask for staff report, take public testimony, and ask questions of staff and public.
- Close the Public Hearing, deliberate on the testimony received, make any necessary changes to the proposed amendments, and recommend a set of regulations for City Council consideration.

REFERENCES – Provided with the April 22 Agenda Packet:

- Chapter 21.42 – Residential Single Family Zones
- Chapter 21.43 – Residential Multiple Family Zones
Introduction:

The City of Lynnwood is required annually to amend and adopt a Six Year Transportation Improvement Plan, which lists anticipated street projects and their funding for the six year period. This requirement is set out in RCW 35.77.010, RCW 36.81.121 and modified by HB 1525.

Attached is a summary project list for the 2005 – 2010 Six Year TIP. There are 27 projects on this year’s list, down from 30 last year, totaling $31,000,000. Of these, two are new projects; one roadway widening project and one new signal project. Another is a revived project; Interurban Trail: 44th Ave W Overpass.

Issues Involved:

The Proposed TIP covers the years 2005 - 2010. The projects in the TIP are derived from The Capital Facilities Plan for 2004. Scheduling is determined by need and probable funding sources. All of these projects are based on the policies set forth in the City of Lynnwood Comprehensive Plan.

Changes from last year include deletion of most of the Alderwood Mall expansion projects because those have been funded and are largely completed. This TIP also includes the projects needed to support the proposed City Center.

Action and Scheduling:

The Commission is requested to hold a public hearing, take and consider public input and forward the proposed 2005 – 2010 TIP to the City Council with a “Do Pass” recommendation.

The purpose of this public hearing is to accept public comments pertaining to transportation in general, specific problems or issues, and the contents of the attached Proposed Six Year Transportation Improvement Plan (TIP) for 2005 to 2010.

The Commission’s recommendation will be forwarded to the City Council for consideration at their Public Hearing on June 7, 2004.

Attachment(s): Proposed Six Year Transportation Improvement Plan (TIP) 2005 - 2010

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## City of Lynnwood - Proposed 6 Year TIP 2005-2010

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Introduction:

The City offers two options for requesting changes. A formal application requires a $3,000 deposit and we guaranteed that it will be processed – but not necessarily approved. Two formal applications were submitted this year.

The other option is the suggested amendment application which requires a $50 application fee and must be approved for processing by the City Council. On April 8, the Planning Commission conducted a public hearing to consider 10 “suggested amendments.” The Commission then recommended that the City Council include all 10 on the 2004 Proposed Amendments List (PAL).

While the Council considers the PAL, the Planning Commission is beginning its review of the two formal applications – Raskin and Kingsbury West. These will look familiar to the Commission. The Raskin proposal is essentially the same as a 2003 proposal that was denied by the City Council. Kingsbury West Mobile Home Park is asking for the high-density single-family (SF-3) designation that was adopted in 2003 and applied to Kingsbury East and The Squire mobile home parks.

Schedule:

This year’s amendments will follow three tracks but will come together for adoption:

Track #1 Formal & most Suggested Amendments
Track #2 City Center Plan
Track #3 Shoreline Master Program

The City Center Plan and Shoreline Plan are complex and will take more time to prepare. Therefore, the time to process amendments will be extended. The Commission’s recommendations are scheduled for July 22 and Council adoption may be in November.

May 13 Commission work session [Raskin and Kingsbury West]
May 27 Commission work session
June 10 Commission work session
June 24 Commission work session
July 8 Commission work session (or public hearing)
July 22 Commission final hearing and recommendations
1. **Raskin Map Amendment:** (formal application)

**Applicant:** MJR Development, Inc. (Michael Raskin, President) & Polygon Northwest  
**Contact:** Larry Calvin (206) 715-6932  
**Location:** Between Interurban Trail and Scriber Creek, east of Scriber Lake Alternative H.S.

**The Site:** This site consists of the following five tax parcels:

1. 00608400400300 – 4.71 ac.  
2. 00608400400400 – 4.85 ac.  
3. 00619500000700 – 4.02 ac.  
4. 00619500000800 – 2.76 ac.  
5. 27042100400800 – 2.38 ac.  
**18.72 ac.**

**History:** A 14.7 acre portion of this site was approved through the City’s Planned Unit Development (PUD) process in February, 2001 for the **Center 5000 Office Park**, a 200,000 sq. ft. office development. The zoning was changed from LI (Light Industrial) to PUD. Clearing, grading, construction of detention facilities and wetland restoration/enhancement were completed in the fall of 2001.

The project was not built because the market for office space in the Puget Sound region went into a tailspin, office rental rates plummeted and vacancies increased dramatically. This combination of events made the project unfeasible.
and it was estimated that it would take years before the market would stabilize and improve. The owner looked for other development opportunities for the site.

After reviewing the characteristics of the site and its location at the fringe of the future Lynnwood City Center, the owner concluded that this is a suitable location for high-density residential. He formed a partnership with Polygon Northwest, a local housing provider with 25 years of experience in King and Snohomish Counties, and a conceptual plan was developed for a residential community on the site. He then applied for an amendment to the Comprehensive Plan, requesting the High-density Multi-family (MF-3) designation along with consistent zoning.

The MF-3 request was processed in 2003. The Planning Commission recommended approval but the City Council denied it.

Since the Council’s denial, the applicant has pursued several different development alternatives with potential purchasers of the site. None of the concepts were found suitable for the site. Consequently, the high-density residential option remains the most viable use and a new Plan Amendment application has been submitted for consideration.

**Surrounding Uses:**
- Scriber Creek Wetland area to the northeast and Interurban Trail to the south.
- Scriber Lake Alternative High School is at the west end.
- Opalka (vacant) property lies between the Interurban Trail and I-5 to the south.

**Long-range Plan:**
If this Plan Amendment and consistent high-density zoning are approved, the applicant and Polygon Northwest intend to build Creekside Plaza, a multi-family residential community. This is a Plan amendment application only. The applicant’s long-range intentions may be of interest, but a specific site development proposal is not part of this process, will not be a consideration and should not be allowed to influence the review process. According to the applicant’s calculations, the site could accommodate about 340 dwellings after sensitive areas and other undevelopable areas are removed.

**Request:**
Change the Comprehensive Plan designation from BTP (Business/Technical Park) to MF-3 (High-density Multi-family).

**Zoning:**
This site has been approved for a business/office Planned Unit Development. Approval of the requested amendment will be accompanied by a change in Zoning from PUD to RMH (High-density Multi-family) to maintain Plan/Zone consistency. The RMH zone allows one dwelling per 1,000 sq. ft. of developable land area, or a density of 43 units per net acre. Eighteen lots are currently zoned RMH in Lynnwood.

**Approval Criteria:**
The approval criteria are contained in the Implementation Element of the Lynnwood Comprehensive Plan and should be used by the Planning Commission and City Council when processing the proposals. These criteria are listed below.

A proposal can be approved only if it meets all of the following criteria:

A. The proposal is consistent with the provisions of the Growth Management Act and will not result in Plan or regulation conflicts.
• No apparent conflict with GMA.
• The proposal is consistent with GMA in its location of a high-density development in an urban environment where adequate roads, utilities and other municipal infrastructure exist.
• The proposal is consistent with urban density and housing objectives of GMA.

B. The proposal will change the development or use potential of a site or area without creating significant adverse impacts on existing sensitive land uses, businesses, or residents.

• The proposal will be a significant change in the type of development on this site (office to residential) but not a significant change in the intensity of development.
• The previously approved office park was designed to minimize adverse impacts to Scribe Creek and other adjacent areas. A residential development on the same site will also have potential impacts, which will be avoided or minimized through its design.
• Any future project will be subject to environmental and design review to ensure that environmental impacts are avoided or minimized and that the development is both functional and attractive.

C. The proposed amendment can be accommodated by all applicable public services and facilities, including transportation.

• All needed utilities and services are either at the site or can be provided.
• Vehicle access will be primarily from 52nd Avenue on the west side.
• A stormwater detention facility has been constructed and sized to accommodate the needs of other properties.
• Other transportation advantages are the adjacent Interurban Trail (bicycle and pedestrian) and close proximity to the Lynnwood Park-n-Ride, which is a regional transportation hub.

D. The proposal will help implement the goals and policies of the Lynnwood Comprehensive Plan.

• The applicant (see attachments) has addressed many of the goals and objectives of the Comprehensive Plan to show how the proposal will be consistent with the Plan and benefit the community.
• The most significant conflict is with the “Residential Balance” subgoal of the Land Use Element, which is to “Assure that there is a balance of housing types in a ratio of 60% single-family units and 40% multi-family units in the area of the City outside of the City Center (study area).” Although this Plan amendment and its subsequent multi-family development will not remove any single-family dwellings, it will push the residential balance toward multiple-family by adding approximately 350 multi-family units to Lynnwood’s housing stock.

E. If the proposal could have significant impacts beyond the Lynnwood City Limits, it has been sent to the appropriate Snohomish County officials for review and comment.

• No significant impacts beyond the City limits are anticipated.
Staff Conclusions and Recommendation:

- The Planning Commission will discuss this proposal for the first time on May 13. Staff conclusions will be provided following discussion and further study and an administration recommendation will be provided for the Commission's consideration prior to its public hearing.

Attachments: (at end of staff report)

1. Creekside Plaza: Rationale for the Comprehensive Plan Amendment
3. The Local Impact of Home Building in Average City, USA -- NAHB
Kingsbury West Mobile Home Park:
(formal application)

Applicant: Palmer Living Trust
2721 S. Garfield, Kennewick WA

Contact: Jeffrey S. Palmer – (425) 743-1331
Park Manager

Location: 5220 – 176th Street SW in Lynnwood

The Site: This site consists of two adjacent mobile home parks with a combined area of 11.3 acres and 89 units. Both are under the same ownership.

Kingsbury West consists of 9.22 acres and 73 dwelling units. The park is currently designated Medium-density Single-family (SF-2) and zoned RS-7.

Kingsbury West Annex consists of 2.08 acres and includes 16 units. It’s Plan designation is Low-density Multi-family (MF-1) and the zoning is RSL.

History: In 2001, Lynnwood was involved in the 5-year update of its Comprehensive Plan and land use regulations. As part of that update, a citywide Plan/Zone Consistency Review was conducted to identify conflicts between the Comprehensive Plan and Zoning. Kingsbury West was planned for medium-density single-family at that time, but zoned for low-density single-family. The
Zoning was changed from RS-8 to RS-7, which made it consistent with the Plan. At the same time, the zoning of the Annex was changed from RMM to RML to be consistent with its Plan designation of Low-density Multiple-family.

In 2003, Mr. Palmer submitted a two-part application. He suggested a text amendment to revise the High Density Single-Family (SF-2) Plan designation to allow single-family developments to a density of 10 units per acre and a minimum lot size of 4,800 sq. ft. Although Palmer’s proposal was not directly considered, the City continued to develop a similar amendment, which was later adopted to create the SF-3 designation.

The second part of Palmer’s suggested amendment was to change the Kingsbury West Annex designation from MF-1 to MF-2, along with a consistent zoning change from RML to RMM. That request was not approved.

Surrounding Uses:

N: Mostly duplexes, condos and other multiple-family land uses.

W: A church abuts the mobile home park to the west and single-family neighborhoods lie beyond the church and to the northwest.

S: Properties to the south and southeast are commercially-zoned. The primary land use is a large auto wrecking yard.

E: City-owned stormwater facility abuts the east side of the Annex and provides a green residential/commercial buffer.

Long-range Plan:

The site is clearly designated on the Comprehensive Plan for “residential” use, although the main park is single-family and the Annex is multi-family.

Request:

Mr. Palmer is requesting that both parks be viewed as one and that both be designated High-density Single-family (SF-3). If approved, consistent zoning should be applied.

The applicant feels that this change would promote the public safety and welfare of the City of Lynnwood because it promotes the City’s stated goal to address housing issues and specifically, with respect to mobile home and manufactured parks, of upgrading the designation to meet current codes. At the same time, the Plan Amendment would achieve the goal of preserving a manufactured home park for City residents. Further, SF-3 designation would be consistent with the actual use of the property as a manufactured home park.

Zoning:

Kingsbury West MHP: Medium-density Single-family (RS-7).
Kingsbury West Annex: Low-density Multiple-family (RML).

Approval Criteria:

The following criteria are contained in the Implementation Element of the Lynnwood Comprehensive Plan and should be used by the Planning Commission and City Council when processing the proposals. The applicant has also reviewed and addressed the additional evaluation criteria contained in LMC 18.04.070.
A proposal can be approved only if it meets all of the following criteria:

A. **The proposal is consistent with the provisions of the Growth Management Act and will not result in Plan or regulation conflicts.**
   - This proposal has no apparent conflicts with the Growth Management Act, nor with any other state goals, policies or legal requirements.
   - Kingsbury West and its Annex are currently planned and zoned differently as two separate mobile home parks. The proposal would bring them together under the same designations, which will expedite future remodeling or redevelopment.

B. **The proposal will change the development or use potential of a site or area without creating significant adverse impacts on existing sensitive land uses, businesses, or residents.**
   - The proposed change in Plan designation increases the development options for the property but would not significantly increase the intensity of development.
   - The change will allow the existing mobile home park to continue, or to transition into a single-family development at a similar density.
   - No significant adverse impacts on sensitive areas, businesses, or residents in the surrounding area are likely.

C. **The proposed amendment can be accommodated by all applicable public services and facilities, including transportation.**
   - All needed utilities and services are either at the site or can be provided.
   - Vehicular access to the site comes from 176th Street and, depending on the style of future redevelopment, this Plan designation change is not expected to have a significant effect on future traffic volumes.

D. **The proposal will help implement the goals and policies of the Lynnwood Comprehensive Plan.**
   - The applicant has reviewed the goals and objectives of the Comprehensive Plan and feels the proposal will be consistent with the Plan and benefit the community.
   - The request is consistent with the locational criteria established for the City Council’s application of the newly established SF-3 Plan designation. It is an existing mobile home park within one-quarter mile of Highway 99.

E. **If the proposal could have significant impacts beyond the Lynnwood City Limits, it has been sent to the appropriate Snohomish County officials for review and comment.**
   - No significant impacts beyond the City limits are anticipated.

**Staff Conclusions and Recommendations:**

- The Planning Commission will discuss this proposal for the first time on May 13. Staff conclusions will be provided following discussion and further study and an administration recommendation will be provided for the Commission’s consideration prior to its public hearing.
BACKGROUND:

The City Center Plan envisions a major transformation of a portion of Lynnwood. The proposed redevelopment of the City Center would create a place of central attraction in the city. It would become the major employment center, and it would offer opportunities for high urban density housing and for civic uses and cultural amenities. Such redevelopment will have significant impacts on the existing city and its residents. Most of the impacts are anticipated to be positive, and some impacts may have negative consequences, such as traffic. It is the function of the environmental impact statement to analyze the proposed Plan, determine what will be the impacts, and identify mitigating actions that will be necessary to eliminate or satisfactorily reduce the identified negative impacts.

The environmental impact statement (EIS) prepared for the City Center Plan is a supplement to the EIS prepared for the 1995 Lynnwood Comprehensive Plan. It is therefore referred to as a Supplemental EIS, or SEIS. It is a draft document, not yet a final EIS. Under the State Environmental Protection Act (SEPA) process, a draft EIS must be issued for public and agency review and comment. All comments received must be considered and may result in amendments to the Final SEIS. As a part of the Final SEIS process, responses must be given to those offering comments. The minimum comment period on the Draft SEIS is 45 days. The publication date of the City Center Plan Draft SEIS is April 19, 2004. The end of the comment period will be June 4, 2004.

The Planning Commission will have several meetings in which to review and discuss the Draft SEIS and Subarea Plan. After such discussion, the Commission may choose to offer comments as a reviewing body, or individual Commissioners may decide to offer comments as citizens.

CITY CENTER PLAN SUMMARY:

Land Use:

- The preferred land use plan is now the Town Center Park with an east-west spine and connecting Promenade.
The land use plan delineates three distinct land use districts. These districts are the same for the three land use plan alternatives. These are the Core, the North End, and the West End. Each of the districts has a different land use mix, with the Core having the greatest amount of office development and the West End having the greatest amount of residential development.

The preferred land use/development intensity is now 9.1 MSF over the 20 year planning horizon. Contained within this amount of development would be 3,000 units of multiple-family housing and 4 MSF of offices.

The City Center Subarea Plan establishes policies and guidelines to minimize negative impact on surrounding neighborhoods.

Transportation:

- The intensity of development proposed will require significant expansion in the capacity of the arterial street network through and around the City Center.
- A new pattern of grid streets is proposed within the Core of the City Center.
- Transportation system support for the preferred intensity of development will require greater utilization of transportation services other than the automobile. The Plan anticipates and encourages additional transit service, structured parking, and paid parking.

Housing:

- The majority of the multiple-family housing units proposed for the City Center will be located in the West End district.
- The Plan anticipates that a majority of the multiple-family housing will be ownership housing.

Urban Design:

- The Plan is intended to create a pedestrian friendly environment.
- The Plan is intended to make the City Center the focal point for Lynnwood civic activities and social life.

Development Strategy:

- The Plan anticipates capitalizing on the successful public investments made in the transit center and convention center and focusing immediate term public investments in the Core and in the areas around those two major public facilities.

GUIDEBOOK FOR THE DSEIS:

The Summary contained within pages S-1 through S-24 and located in the front of the SEIS gives an overview of the entire document. Following the Summary are three
sections. The following is a very brief description of the purpose and contents of each section.

**Section I. Project Description and Alternatives**

This section describes the project area and gives an overview of the proposed planning alternatives.

**Section II. Affected Environment**

This section contains information on the existing environmental conditions in the City Center area.

**Section III. Significant Impacts, Mitigation Measures, and Unavoidable Adverse Impacts**

All the rest is prelude. This is the meat of the document. This is where the impacts are identified and analyzed. This is where the necessary mitigation measures are identified. And, this is where the reviewers should spend the majority of their time in reading and understanding.

Boil this document down to its essence and you will find that the major finding is that traffic is the most significant impact of the proposed project. There are mitigation measures other than traffic that must be undertaken, but they are minor in comparison to traffic mitigation. So, the reader must further focus review time on traffic analysis and mitigation.

The mitigation measures for traffic are so significant, in fact, that it has already caused the City Center Project Oversight Committee to adjust the Preferred Alternative. They have decided that the originally selected highest intensity (12.3 MSF) as the Preferred Alternative cannot be mitigated, at least within the 20-year planning horizon, because of the high cost of the mitigation measures. So, the Preferred Alternative in terms of intensity is now the mid-level of 9.1 MSF. This alternative also has a significantly high investment requirement in traffic mitigation measures. The capital facilities program that assures implementation of the mitigation measures concurrent with new development is in the process of being prepared.

**DSEIS DOCUMENT:**

The Draft Supplemental Environmental Impact Statement document has been delivered to each of the Planning Commission members.

**REVIEW and DISCUSSION:**

The Planning Commission had a first opportunity to review and discuss the DSEIS at the April 22, 2004 meeting. If possible, the Commission should try to conclude review and discussion on this document at the May 13, 2004 meeting. If needed, a final opportunity for continued discussion may be available on May 27, 2004 depending on the number of other items on the agenda. The comment period on the SEIS ends June 4, 2004.
### Lynnwood Planning Commission
**Meeting of May 13, 2004**

#### Staff Report

**Agenda Item: H-2**

#### Upcoming Commission Meetings

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<tr>
<th>Date</th>
<th>Public Hearing</th>
<th>Work Session</th>
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<tr>
<td>May 13</td>
<td>Transportation Improvements Plan (TIP)</td>
<td>Comprehensive Plan Amendments</td>
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<tr>
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<td>Dev. Regulations Update (Continued from Apr. 22)</td>
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<tr>
<td>May 27</td>
<td>None Scheduled</td>
<td>City Center Plan – Implementation Strategy</td>
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<td>Comprehensive Plan Amendments</td>
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<tr>
<td>June 10</td>
<td>None Scheduled</td>
<td>Comprehensive Plan Amendments</td>
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<tr>
<td>June 24</td>
<td>None Scheduled</td>
<td>City Center Plan – CFP &amp; Financing Strategy</td>
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#### *City Center Plan – Schedule:*

- Feb. 26  Subarea Plan
- March 25 Development Regulations and Design Guidelines
- April 22 Draft SEIS
- May 27 Implementation Strategy
- June 24 CFP and Financing Strategy

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Lynnwood Dept. of Community Development — Staff Contact: Ron W. Hough, Planning Manager